

Message Text

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ACTION EUR-12

INFO OCT-01 IO-13 CIAE-00 DODE-00 NSAE-00 NSCE-00
SSO-00 USIE-00 INRE-00 ISO-00 PM-05 H-01 INR-07
L-03 PA-01 PRS-01 SP-02 SS-15 HA-05 ACDA-12 /078 W
-----076003 200854Z /11

O R 200630Z JAN 78
FM AMEMBASSY BELGRADE
TO SECSTATE WASHDC IMMEDIATE 4582
INFO AMEMBASSY BERLIN
AMEMBASSY BONN
AMEMBASSY BUCHAREST
AMEMBASSY BUDAPEST
AMEMBASSY LONDON
AMEMBASSY MOSCOW
AMEMBASSY PARIS
AMEMBASSY PRAGUE
AMEMBASSY ROME
AMEMBASSY SOFIA
AMEMBASSY WARSAW
USMISSION USNATO
USMISSION USBERLIN
USMISSION GENEVA
USIA WASHDC
USDEL MBFR VIENNA
USCINCEUR

C O N F I D E N T I A L SECTION 1 OF 3 BELGRADE 0415

FOR EUR/RPM AND EUR/SOV FROM USDEL CSCE

SUMMARY: ALLIED AND OTHER WESTERN HEADS OF DELEGATIONS
ARE CARRYING ON SERIES OF DISCUSSIONS SEEKING TO DEVISE
MECHANISM FOR DRAWING SOVIETS INTO MEANINGFUL DRAFTING.
EFFORTS ARE CONCENTRATING ON SCENARIO IN WHICH NEUTRAL/
NON-ALIGNED DELS WOULD OPERATE AS BROKERS BETWEEN ALLIED
AND SOVIET POSITIONS. WE WILL PROVIDE FURTHER DETAILS
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AS IDEA MATURES. NONE OF DRAFTING GROUPS MADE MUCH
PROGRESS THOUGH BASKET TWO DID GET PROVISIONAL AGREEMENT
ON ONE HEAVILY BRACKETED, RELATIVELY INCONSEQUENTIAL
PROPOSAL. FOR MOST PART, HOWEVER, SOVIETS APPEARED
WILLING TO CONTINUE STONEWALL TACTICS AND TO TAKE CON-
SEQUENT BUFFETTING FROM BROAD SPECTRUM OF DELS, INCLUDING
ROMANIAN, WHICH DESIRE SUBSTANTIAL AND SUBSTANTIVE CON-

CLUDING DOCUMENT, END SUMMARY.

1. BASKET ONE (PRINCIPLES) -- ALLIED DELS TRIED THROUGHOUT FIRST SESSION DEVOTED TO PRINCIPLES SINCE RECESS TO GAIN CONSENSUS ON AT LEAST FIRST SENTENCE OF ROMANIAN CHAPEAU LANGUAGE. SOVIETS AND THEIR ALLIES BLOCKED THIS USING ARGUMENTS THAT THIRD PARA IN SOVIET DRAFT CONCLUDING DOCUMENT SERVES SAME PURPOSE BETTER, THAT ROMANIAN TEXT PARAPHRASES FINAL ACT TOO MUCH AND IS THEREFORE TOO LONG, AND THAT DECISION ON BASIC STRUCTURE OF CONCLUDING DOCUMENT SHOULD PRECEDE DRAFTING OF DETAILS. THEY MADE CLEAR, HOWEVER, THAT THEIR BASIC OBJECTIVE IS TOO AVOID BEING PULLED BACK INTO DRAFTING PROCESS THAT HAD BEGUN JUST BEFORE CHRISTMAS AND THAT THEY WISH TO SETTLE ON BRIEF, GENERAL LANGUAGE SUCH AS THEY HAVE INTRODUCED AS TOTALITY OF CONCLUDING DOCUMENT SECTION OF PRINCIPLES. ROMANIANS STAUNCHLY DEFENDED THEIR PROPOSAL AND URGED THAT DRAFTING GROUP CONTINUE TO WORK FOR SUBSTANTIVE DOCUMENT. POLISH REP, HOWEVER, WITHDREW ADDITIONAL CHAPEAU LANGUAGE HE HAD INTRODUCED BEFORE BREAK IN FAVOR OF SOVIET LANGUAGE. SEVERAL WESTERN DELS WARNED THAT DAYS "WASTED" IN JANUARY MIGHT NEED TO BE ADDED ON TO PUTATIVE CLOSING DATE.

2. BASKET ONE (CBMS) -- AT ALLIED CBMS CAUCUS, ALL BUT US AND FRG GAVE MOVEMENTS NOTIFICATION TOP PRIORITY
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AMONG ALLIED CBM PROPOSALS. UK REP ENLARGED UPON BRITISH IDEA, PUT FORWARD IN NATO POLADS DISCUSSION JANUARY 12, OF A MANEUVER LIMIT DEFINED BY CURRENT PRACTICE OF PARTICIPATING STATES RATHER THAN A SPECIFIC NUMBER; FRG, CANADA AND NORWAY REGISTERED SERIOUS PRELIMINARY DOUBTS ABOUT SUCH A FORMULATION. DETAILS SEPTEL.

3. DURING COURSE OF DRAFTING GROUP MEETING ON MEDITERRANEAN ASPECTS OF CONCLUDING DOCUMENT (DG6), SOVIETS MADE EXPLICIT THAT THEY CONSIDERED THAT THEIR PROPOSAL TO EXTEND CBMS TO SOUTHERN MEDITERRANEAN WOULD BE ONE SUBJECT DEALT WITH BY THEIR PROPOSED NEW SECURITY CONSULTATIONS FORUM. IF THAT BODY AGREED IDEA WAS USEFUL, THEY SAID, IT WOULD INVITE NON-PARTICIPATING MEDITERRANEAN STATES TO JOIN CONSULTATIONS TO EXPRESS THEIR VIEWS.

4. BASKET TWO -- SERIOUS DRAFTING FINALLY STARTED AND AGREEMENT WAS REACHED, THOUGH WITH BRACKETS, ON GDR-HUNGARIAN DRUGS AND MEDICAL EQUIPMENT PROPOSAL (BM/E/12). DETAILS SEPTEL.

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C O N F I D E N T I A L SECTION 2 OF 3 BELGRADE 0415

FOR EUR/RPM AND EUR/SOV FROM USDEL CSCE

5. MEDITERRANEAN -- DG6 TOOK UP MEDITERRANEAN FOR FIRST
TIME SINCE ITS CONSTITUTION. SOVIETS EXPLAINED THAT THEY
HAD PROPOSED EXPERTS MEETING ONLY ON BASKET TWO AND
CULTURAL SUBJECTS BECAUSE THEY CONSIDERED THAT REGIONAL
SECURITY ISSUES WERE VERY COMPLICATED AND BETTER ADDRESSED
IN OTHER FORA. AS NOTED ABOVE, HOWEVER, THEY SAID THAT
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THEY EXPECTED THEIR PROPOSED SPECIAL SECURITY CONSULTA-

TIONS TO CONSIDER PROPOSAL FOR EXTENDING CBMS TO SOUTHERN MEDITERRANEAN STATES. SOVIETS EXPLAINED SOMEWHAT ILLOGICALLY THAT THEIR DRAFT CONCLUDING DOCUMENT DID NOT DEAL WITH NATURE OF NON-PARTICIPATING MEDITERRANEAN STATES CONTRIBUTION TO EXPERTS MEETING BECAUSE THOSE STATES ARE NOT AT BELGRADE. THEY SAID ISSUE SHOULD BE DECIDED BY EXPERTS THEMSELVES.

6. DRAFTING GROUP DISCUSSED INCONSEQUENTIALLY FACTUAL LANGUAGE THAT WOULD PRECEDE SUBSTANTIVE PROVISIONS OF MEDITERRANEAN PORTION OF CONCLUDING DOCUMENT. MALTESE REP MADE CLEAR THAT HIS DEL IS NOT INCLINED AT THIS STAGE TO SETTLE FOR TYPE OF EXPERTS MEETING PROPOSED BY EITHER SOVIETS OR BY SIX MEDITERRANEAN DELS IN THEIR DECEMBER "COMPROMISE" PAPER. WITH TONGUE IN CHEEK, HE NOTED PERSONAL INSTRUCTIONS FROM FOREIGN MINISTER AND SAID THAT IF SUCH A LIMITED EXPERTS MEETING WERE CONVENED IN VALLETTA, ONE OF ENTERTAINMENTS TO WHICH DELEGATES MIGHT BE INVITED WOULD BE "EXECUTION OF TWO MALTESE DELEGATES AT BELGRADE MEETING."

7. BASKET THREE --AT DINNER JANUARY 18 WITH US AND DANISH REPS, REPRESENTING NATO DELS, SOVIET REP SHOWED NO WILLINGNESS TO WORK ON ANY EXISTING TEXTS EXCEPT SOVIETS' NEW CONCLUDING DOCUMENT PROPOSAL (BM/70). HE SAID HIS DEL COULD DISCUSS CHANGES TO THAT DOCUMENT OR COULD CONSIDER BRAND-NEW TEXTS THAT MIGHT BE BROUGHT FORWARD BUT INSISTED ON A SHORT CONCLUDING DOCUMENT. HE SAID THAT SINCE SOVIETS WOULD NOT AGREE TO EXTEND DRAFTING GROUPS BEYOND FEBRUARY 10, THERE WAS NO TIME FOR EXTENSIVE DRAFTING NEEDED TO RESOLVE DIFFERENCES ON KEY TOPICS REFLECTED IN PRESENT BASKET THREE PAPERS. CONFIDENTIAL

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8. DRAFTING GROUP DISCUSSED POTPOURRI OF SUBJECTS JANUARY 19 IN INFORMAL AND INCONCLUSIVE SESSION. PHILOSOPHICAL DEBATE ON MANDATE OF CONFERENCE, NATURE OF CONCLUDING DOCUMENT, ASSESSMENT OF WHAT HAS BEEN AND SHOULD BE ACHIEVED, AND IMPLICATIONS OF ABOVE FOR FUTURE MEETINGS TOOK UP MOST OF SESSION. WESTERN DELS EXPRESSED DISMAY AT TURN OF EVENTS AND AGAIN ATTEMPTED TO CAJOLE EAST INTO DRAFTING ON BASIS OF NON-PAPERS. SOVIET DEL REPEATED PREVIOUS ARGUMENTS AND PARTICULARLY STRESSED INACCEPTABILITY OF UK HUMAN CONTACTS NON-PAPERS BECAUSE ITS ADOPTION WOULD PERCEPTIBLY ALTER FINAL ACT. GDR REP VOICED PARTICULAR CONCERN OVER SPECIFIC CLAUSES OF UK TEXT REFERRING TO TIME LIMITS, ADVANCE HOTEL RESERVATIONS, AND ISSUANCE OF FIVE YEAR, UNLIMITED PASSPORTS WHILE AGREEING HE COULD ACCEPT PARAGRAPHS 5 AND 6 OF

UK NON-PAPER WITH CHANGES. BULGARIAN REP, WHEN
QUESTIONED, FELT THERE WAS NO REASON TO SINGLE OUT
ACCEPTANCE OF THESE SENTENCES. FRENCH AND DANISH
DRAFTING ATTEMPTS ON INFORMATION PAPERS PROVED EQUALLY
FRUITLESS. IN ONLY ENCOURAGING DEVELOPMENT, POLISH AND
HUNGARIAN REPS BOTH EMPHASIZED NEED FOR NEW CONCISE
SYNTHESIS AS BASIS FOR FURTHER WORK.

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O R 200630Z JAN 78
FM AMEMBASSY BELGRADE
TO SECSTATE WASHDC IMMEDIATE 4584
INFO AMEMBASSY BERLIN
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9. FOLLOW-UP--SOVIET STONEWALL CONTINUED WITH RENEWED
INSISTENCE THAT PERIOD OCTOBER-DECEMBER 1980 WAS EARLIEST
POSSIBLE STARTING DATE FOR MAIN MEETING IN MADRID AND THAT
NEXT PREPARATORY MEETING, WHILE DRAWING FROM BELGRADE

EXPERIENCE, WOULD HAVE TO CONSIDER ENTIRE CSCE EXPERIENCE
IN DRAWING UP GUIDELINES.
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SOVIET REP EMPHASIZED THAT
FOLLOW-UP SECTION OF CONCLUDING DOCUMENT SHOULD BE AS
BRIEF AND STRAIGHTFORWARD AS POSSIBLE AND PROPORTIONATELY
NO LONGER THAN SECTION IN FINAL ACT. US REP REITERATED THAT
FIRST THREE MONTHS OF 1980 WAS MAXIMUM US FLEXIBILITY ON
DATE OF NEXT SIMILAR MEETING.

10. SOVIET REP TABLED FOLLOWING TWO SENTENCES TO
ILLUSTRATE SOVIET CONCEPTION OF FOLLOW-UP SECTION OF
CONCLUDING DOCUMENT:

BEGIN TEXT:

IN CONFORMITY WITH THE RELEVANT PROVISIONS OF THE
FINAL ACT CONCERNING THE CONTINUATION OF THE MULTI-
LATERAL PROCESS INITIATED BY CSCE, THE PARTICIPATING
STATES REACHED AGREEMENT THAT THE NEXT MEETING SIMILAR
TO THE BELGRADE MEETING WILL BE HELD IN NOVEMBER
(OCTOBER-DECEMBER) 1980 AT MADRID AT THE INVITATION OF
THE GOVERNMENT OF SPAIN. A PREPARATORY MEETING WILL,
IN THE LIGHT OF THE EXPERIENCE ACQUIRED, INCLUDING THE
BELGRADE MEETING, DETERMINE THE AGENDA, DATE, DURATION
AND OTHER MODALITIES OF THE MAIN MEETING AND WILL TAKE
PLACE AT MADRID ----- SEPTEMBER 1980. END TEXT.

11. WIDE RANGE OF ALLIED AND NEUTRAL/NON-ALIGNED REPS
EMPHASIZED IMPORTANCE OF BELGRADE EXPERIENCE IN
DETERMINING MODALITIES FOR NEXT SIMILAR MEETING AND
EITHER DIRECTLY OR INDIRECTLY DISPUTED OBVIOUS SOVIET
EFFORT TO DOWN-GRADE IMPORTANCE AND SIGNIFICANCE OF
BELGRADE CONFERENCE. US REP STRESSED THAT YELLOW BOOK
SHOULD BE BASIS FOR MADRID MEETING.

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12. FURTHER EFFORTS TO COMPLETE DRAFTING OPENING
SENTENCE IN FOLLOW-UP SECTION OF CONCLUDING DOCUMENT
WERE AGAIN THWARTED BY CONTINUED INSISTENCE OF ROMANIAN
REP ON INCLUSION OF EXPLICIT REFERENCE TO PERIODICITY.
US REP NOTED PROBLEMS WITH FORMULATION THAT
BELGRADE-TYPE MEETINGS SHOULD BE HELD "PERIODICALLY,

AT MORE OR LESS REGULAR INTERVALS" BY POINTING OUT
CONFUSION WHICH COULD ARISE OVER WHETHER INTERVALS
SHOULD BE MORE OR LESS REGULAR. SOVIET REP STRESSED
THAT DECISION ON LEVEL OF MADRID MEETING COULD
ONLY BE MADE AT NEXT PREPARATORY MEETING AND NOT AT
BELGRADE.
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Message Attributes

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Concepts: AGREEMENT DRAFT, ALLIANCE, MEETING DELEGATIONS
Control Number: n/a
Copy: SINGLE
Draft Date: 20 jan 1978
Decaption Date: 01 jan 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 20 Mar 2014
Disposition Event:
Disposition History: n/a
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Disposition Remarks:
Document Number: 1978BELGRA00415
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Document Unique ID: 00
Drafter: n/a
Enclosure: DG ALTERED
Executive Order: GS
Errors: N/A
Expiration:
Film Number: D780030-0714
Format: TEL
From: BELGRADE
Handling Restrictions: n/a
Image Path:
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Legacy Key: link1978/newtext/t19780142/aaaabjgf.tel
Line Count: 339
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Litigation History:
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Office: ACTION EUR
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Reference: n/a
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Review Action: RELEASED, APPROVED
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Review Date: 24 may 2005
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Status: NATIVE
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TAGS: PARM, MARR, YO, UR
To: STATE
Type: TE
vdkgvkey: odbc://SAS/SAS.dbo.SAS_Docs/de29c7e1-c288-dd11-92da-001cc4696bcc
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